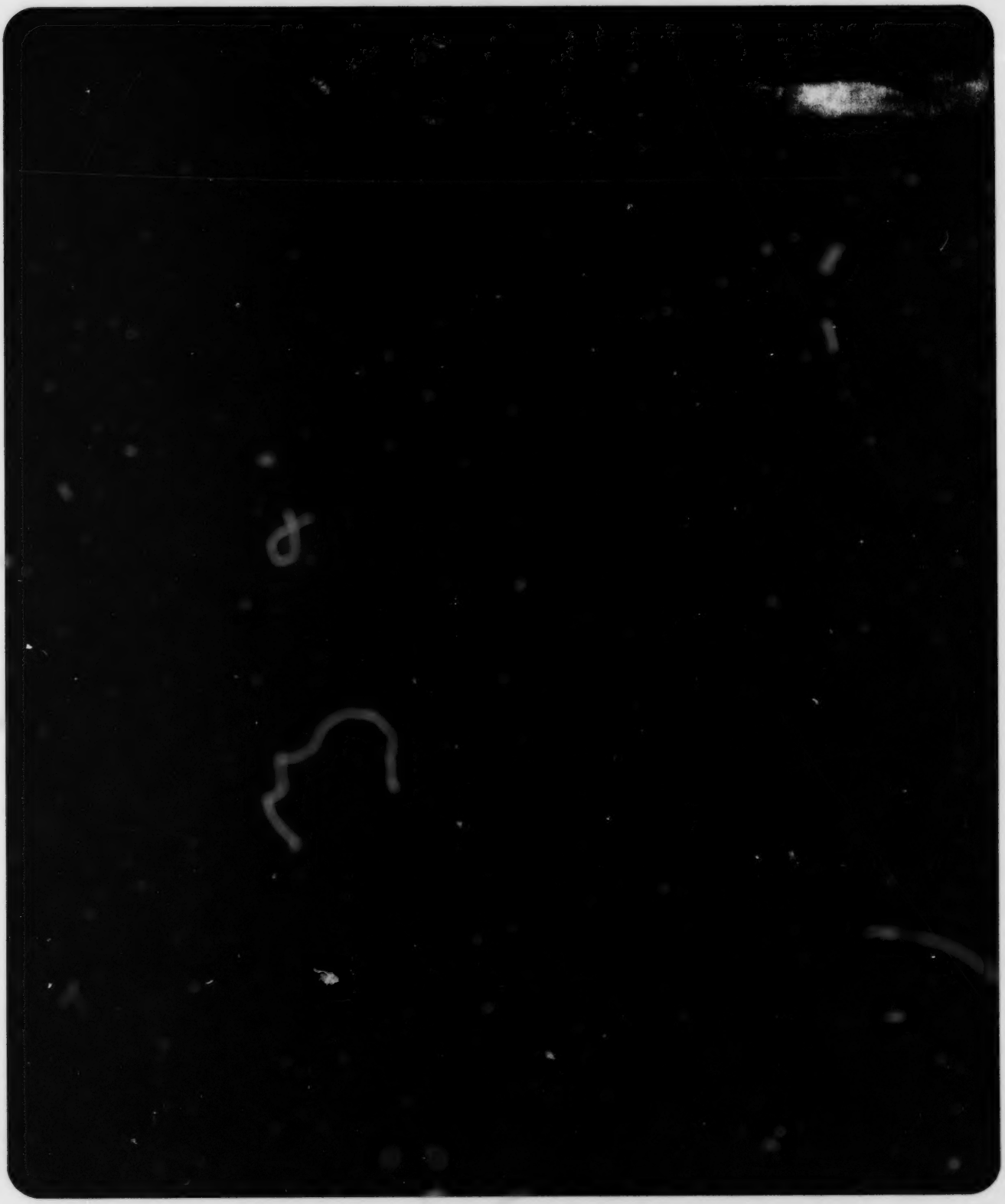
OUR PARKS – VISION FOR THE 21ST CENTURY

Report of the Minister of Environment's Task Force on Park Establishment



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on Park Establishment

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We, the Task Force on Park Establishment, created by the Honourable Tom McMillan, Minister of Environment for the Government of Canada, have prepared the following report "Our Parks - Vision for the 21st Century", and the members signed below fully endorse its conclusions and recommended actions. The contents of the report are the opinions of the Task Force and may not necessarily reflect the views of the members' respective agencies, companies or organizations.

Dated December 10, 1986

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JBT/mj

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SUMMARY AND CONCLUSIONS

Future land use options are being foreclosed on a massive scale in this generation. Mounting pressures on our natural heritage and the yet unprotected spectacular wilderness and wildlife concentrations and other areas of Canadian significance present an unprecedented challenge of stewardship that commands immediate attention on a truly national scale.

To meet the challenge, a clear vision for the 21st century must be articulated by the Minister of the Environment and his program managers, and reinforced by careful assignment of new socially-oriented responsibilities within the agency. Such a vision should include a conviction that by the turn of this century, an expanded family of National Parks and Canadian heritage lands will place Canada among the very top nations in the world in quantity and quality of lands protected. Such lands will be established and managed through federal-provincial / territorial co-operation.

In the process of reaching this vision will come a better appreciation that protected natural areas do not impede the future. They anchor it. They are not a repudiation of economic development. They balance it.

Unprecedented public support exists for natural heritage preservation, providing unparalleled opportunity. Even though we have entered an era of shrinking budgets, jurisdictional conflicts,

and a quest for local autonomy, the Task Force believes that Canadians want action to protect our natural treasures, not retrenchment; vision, not resignation. With proposals for more than 500 new parks issuing from the recent parks centennial, it is clear that Canadians do not consider the mandate for natural heritage protection to be fulfilled by the present system. In this light, the park system objective of representing each natural region with at least one park remains a realistic minimum objective.

As well, there are compelling economic benefits from parks that make their establishment often very attractive, especially in a regional context.

While the mandate and the benefits are clear, the government's response must recognize that sectoral and regional interests will not accommodate a unilateral approach. Canadians want to contribute more directly to new park decisions and want these decisions to reflect local needs and opportunities.

These demands, coupled with budget constraints, challenge the traditional independence of the federal parks agency and provide a temptation to abandon strategic initiative. Yet, in our view, they counsel a more positive, forward-looking approach.

The Task Force has proposed a number of actions for the Minister, in launching the vision, all to be achieved by the year 2000. To enlarge its record of achievement, Environment Canada - Parks needs to reorient its efforts in at least four ways:

1. Flexibility and partnership

Protection of Natural Areas of Canadian Significance (NACS) should be pursued in the context of completing a Canadian system of protected areas, recognizing that national parks are not the only means for serving the national interest, and that many public and private agencies can contribute to the goal. This will require flexible ownership arrangements, cost-sharing among contributing agencies, new partnership agreements as well as strategic alliances to build political support. We have proposed a new Canadian Heritage Lands designation and an implementing Commission. We also have proposed a new family of conservation agreements with a broad focus, including parks.

2. Stable, diversified funding base

To maintain continuous action and co-operative programming, Environment Canada - Parks must work outward from a substantial internal budget commitment to tap other public and private funding sources. We have recommended an appropriate level of budget commitment to new parks and Canadian Heritage Lands. We have suggested an implementing strategy to increase revenue. We have recommended a policy shift to emphasize protection and land acquisition.

3. Leadership and accountability

To ensure consistent direction and results from the more complex co-operative approach recommended, the Minister and parks officials must develop long-term goals and a strategy to achieve them, with measures to gauge performance, as well as a regular

public reporting process.

4. Public support and constituency development

Strengthening public awareness and tapping organized support for conservation goals must become a strategic objective of the parks program, detailed in job descriptions. This involves ongoing marketing inside and outside parks, and financial and technical assistance to conservation organizations, especially for local projects. To enlist the support of aboriginal peoples requires a sensitive blending of national mission with local and regional rights and needs. To ease conflicts, especially with resource industries, requires the development of better mechanisms of land-use assessment. We have recommended approaches on each of these subjects.

The course we have charted is not without risk. It requires experimentation, trust, determination and co-operation in unusually large measure. In proposing flexibility and shared responsibility we see potential for inaction. We have addressed these concerns by recommending new forms of accountability. And we expect that an increasingly sophisticated and concerned public will insist on excellence.

But whatever the risks, they pale beside the potential benefits. By building a program in which many agencies can join to serve the national interest, Environment Canada - Parks can overcome roadblocks, achieve efficiencies and draw behind it a powerful constituency. It can remain a guiding force with international

stature in an era of evolving values and unprecedented concern for resource stewardship. And, most importantly, it can mark accelerated and steady progress on the ground, where future Canadians will see and experience the natural beauty that characterizes Canada, and will share a vision of a nation of people who care about the land.

We have a right to expect this quality of service from the keepers of our parks. And they have a right to our support in mounting a renewed effort to achieve it.

ACKNOWLEDGEMENTS

The Task Force received letters in response to general concerns about parks and answers to specific questions, from many people interested in our natural heritage, conservation organizations, industry representatives, and government officials. We appreciate their input, which helped us substantially in framing both questions and recommendations.

Arlin Hackman served us well as our full-time researcher, conducting many of the interviews, finding and reviewing many reports, providing wise counsel, and writing parts of the report.

We thank the Board of the Canadian Parks and Wilderness Society (formerly the National and Provincial Parks Association of Canada) and especially former Executive Director, Kevin McNamee, for their initial concerns and help in establishing the Task Force, as well as their logistic support and interest in our endeavour. Brenda Campbell provided bookkeeping assistance.

The businesses or agencies from which Task Force members came, contributed by permitting and supporting us in our work. At the University of Waterloo, co-operation of the Faculty of Environmental Studies, as well as advice provided by members of the Heritage Resources Centre, especially Program Co-ordinator John Carruthers, was most helpful.

Many employees of Environment Canada - Parks gave freely of their time and knowledge to provide us with information and advice, and we thank them and Director General Pat Thomson for their co-operation. Sandra Gillis and Brian Weller helped us with secretarial functions and comments at meetings of the Task Force.

Drafts and the final report were prepared at the University of Waterloo. We thank Mary Jane Bauer for her secretarial assistance and typing.

PROTECTING CANADA'S NATURAL HERITAGE: THE IMPERATIVE

THE VISION

Our vision, that we recommend to politicians and the public alike, is that by the turn of the century, Canada will rank among the very top nations in the world in quantity and quality of land protected as a major contribution to global stability, our own sustainable economy and our environmental quality. An expanded family of National Parks and Canadian heritage areas will exist, forged through federal-provincial/territorial co-operation. These lands will conserve outstanding and representative areas in each natural region, both terrestrial and marine. They will be managed to a highly protective set of standards by federal, provincial and territorial governments both separately and by joint agreement and with public participation. Production interests in such lands will have been set aside willingly after examination, boundary adjustment and fair settlement. These lands will be dedicated by all Canadians to the people of the world and to future generations, and will be supported in part by our tax base, in part by private and public philanthropy.

Some of these wildlands will enshrine not only natural resources but also the way of life of original peoples in traditional uses and customs. There will be places where native people participate and return to experience the old ways of family, religion and toil that framed their special land-man relationship. Parks and wildland areas will be truly special places.

This family of highly protected land will exist at one end of a spectrum of parks and conservation lands which extends, at the other end, to more intensive recreational use, and even to multiple use including resource extraction where primary park purposes are not unduly impaired. Thus, within many National Parks and Canadian heritage areas, pressures for development will be offset by their accommodation in other more intensively-managed conservation lands, or in adjacent development areas.

PARKS -- A VITAL NATIONAL NEED

Protecting natural areas is only part of wise environmental management, but an essential part. National parks and other protected places are our lifeline to an ecologically stable future. They are places where the forces that animate our planet and make it unique are allowed to operate with minimal interference by man; places where we can wonder and pay respect to other living things and the intricacies of ecosystems; places that produce oxygen, stabilize the hydrological cycle, grow abundant fish and wildlife, stay erosion, pour out no man-made toxicants into air or water. They are places where people can study the vital functions of nature, to understand better the potentially threatening human impacts elsewhere. They do not impede our future. They anchor it. They are not a repudiation of economic development. They balance it. That the amount of protected land in the world has almost doubled in the past decade attests to the need.

URGENCY

Canadians must act decisively and quickly if we hope to protect the natural wildness and beauty that characterizes our very psyche as a nation, if we hope to protect the full richness of our natural heritage before it is too late. Sober reflection on what we have lost already, and a projection of trends in the state of the environment cannot help but compel action by any thoughtful person or responsible government.

Even without biospheric alterations that are threatening today, such as acid rain, ozone depletion, and the greenhouse effect, we have totally eliminated all virgin Acadian forests in the Maritimes, and left only relics of virgin southern hardwood forest, northern hardwoods, tall, mixed or short grass prairie, oak savannah, Columbian forest, and west coast temperate rain forest. We have exterminated the passenger pigeon, and bison from the Canadian plains, and endangered many species: black-footed ferret, black-tailed prairie dog, southern subspecies of wolves, walrus, bowhead and other large arctic whales, thick-billed murres, eastern peregrine falcons....

The losses go on, insidious, incremental: a marsh drained here, some overkill there, more roads, dams, clear cuts and strip mines.

The economic benefits have been enormous - Canada ranks within the top five nations in the world in wealth per capita. But, counterbalancing achievements in environmental management, of which parks are a part, have been inadequate. If we fail to face this

fact, and the urgency to correct it, the list of lost or endangered habitats and species will grow, the sustainability of our resource-based economy will diminish, and Canada will squander, bit by bit, its priceless heritage.

Future land use options are being foreclosed on a massive scale in this generation. By the year 2000 the possibility of dedicating wilderness lands to conservation will have all but vanished.

AN INTERNATIONAL RESPONSIBILITY

How can we expect that precious thin envelope, the biosphere, to sustain life indefinitely into the future if we cannot place a tithe of at least 10% of its land surface beyond the immediate reach of either inadvertent or deliberate human alteration? Seven nations have reached that level, a tithe to sustaining life on earth. Another 15 countries are half way there. Canada, where we think of ourselves as a world leader in the parks field, is a follower, with less than 3% of its area in national parks and other protective designations. Because of our size, our failure is globally significant. Even though we are a custodian of a significant portion of the world's endowment of arctic tundra, we were last among circumpolar nations in percent of that land protected until the recent designation of North Ellesmere National Park Reserve.

Canadians are proud of our parks, but we forget too easily what we have lost and stand to lose unless park establishment becomes more than an occasional event happening only every few years. And, other

than parks finalized after protracted negotiation, we have authorized only three new national parks in the last 14 years!

OPPORTUNITIES

PUBLIC SUPPORT

Clearly, Canadians want parks. Their desire to conserve a national heritage is an important, positive source of strength for a government which places national reconciliation at the top of its agenda.

The recent South Moresby caravan provides but one compelling illustration. One hundred people in St. John's braved March weather and equally severe economic conditions to show their support for efforts to safeguard a remote island legacy at the other end of the country. As the caravan made its way westward, capturing the spirit and support of thousands more ordinary citizens, this message was emblazoned in headlines nation-wide.

An even broader outpouring of public support for parks was shown in 1985 by hundreds of voluntary projects marking the national parks centennial. These projects demonstrated the tremendous diversity of citizen involvement and benefit related to parks programs. Culminating in the Banff Assembly and 188 recommendations flowing from it, this experience revealed that parks are enjoyed and promoted as an integral part of the cultural patrimony of this country, not as an isolated concern of a special interest group.

A 1983 survey conducted by the Department of Communications echoes this conclusion: "Two areas stand out from others as being important for federal funding in terms of receiving homogeneous

support across the country - the preservation of our past heritage and support for the exhibition of our heritage in museums, parks and historical sites".[1]

National parks receive roughly 25,000,000 visits each year. Provincial parks add to that, for a total of approximately 50,000,000 annual visits. Further, Centre de Recherche d'Opinions Publiques (CROP) Omnibus surveys of 2000 Canadians in 1980 and 1981 respectively revealed that 30% of those surveyed had visited a national park in the past six months, while 39% intended to do so in the coming six months.[2]

Many park visitors contribute more than entrance fees in return for their enjoyment. For example, Environment Canada - Parks' recently-created volunteer program is already totalling close to 200,000 hours a year of contributed labour. In addition, 26 co-operating associations are also directly involved in helping to deliver parks-related programs.

Non-government conservation organizations and educational institutions contribute to or complement the government parks effort through a multitude of research, land acquisition, public education, habitat development and advocacy programs.

Innovative joint ventures are also pioneered by these organizations, such as Ontario's Natural Heritage League and Wildlife Habitat Canada, the Nature Conservancy land acquisition agreement with Environment Canada - Parks and the World Wildlife Fund's administration of the Wildlife Toxicology Fund. One source estimates

that NGOs contribute $50 million annually to conservation in Canada, a sum which equals or exceeds many government conservation budgets.[3]

Public support for parks over the past two decades has motivated virtually all provincial and territorial governments to embark on their own system plans for establishing a spectrum of protected areas representing the natural diversity within their borders. This effort has yielded impressive gains for conservation. For example, in 1983 the Ontario government committed itself to designating 155 new parks across the province.

As a result of all these activities the public profile of parks issues has heightened dramatically in recent years. One media survey shows that in 1986 parks captured 11% of environmental coverage, to give it fourth place, whereas in 1981 it failed to make a showing.[4]

The Task Force believes that the constituency for parks is still in its formative stages and can be expected to grow and strengthen significantly in the years ahead as concern for environmental quality and resource conservation broadens throughout Canadian society.

An extensive survey by Statistics Canada in 1981, summarized in The Importance of Wildlife to Canadians, showed:

* 80% support for maintaining abundant wildlife
* 82% support for preserving endangered species
* 83% are interested in participating in non-consumptive wildlife-related activities

* 6% participate in wildlife-related organizations

* 43% are interested in participating in wildlife-related organizations.

Parks, as a component of wise environmental management, are affirmed more generally by recent public opinion polls and surveys which reveal a rapid and continuing evolution of environmental values among Canadians. Driving that concern is mounting awareness of the cumulative social and economic costs of environmental hazards and declining resource quality. Concerns about specific pollution and resource management crises, such as endangered species, appear to be coalescing into a broad consensus that environmental protection should be a lead item on the public policy agenda. The July 1986 Decima Quarterly Report indicates a growing majority of Canadians (88%) assign greater importance to environmental protection than to keeping prices down. Other specific surveys document Canadians' willingness to pay for acid rain abatement [5] and "environmentally friendly" consumer products.[6]

This evidence clearly negates conventional wisdom that environment and economy are inherently conflicting interests. Their reconciliation is already being charted on several fronts: reports of the MacDonald Commission, the Inquiry on Federal Water Policy and the Senate Committee study of soil. The Des Fosses report on Environment Canada recommends an amended Economic and Regional Development Agreement (ERDA) program as the best vehicle for federal-provincial co-operation on environmental matters.

The integration of environment and economy is the cornerstone of the World Conservation Strategy, which includes a critical role for parks and protected areas in achieving a sustainable pattern of development.

The message is clear: Canadians are deeply committed to environmental protection and have high expectations for the government to set long-term social and economic goals which embody this commitment. In the view of the Task Force, the evidence is also strong that Canadians increasingly regard the conservation of heritage resources in parks as one vital and positive strategy for achieving these goals. Completing the system of national parks is therefore an urgent and realistic objective.

The government is faced with a choice. It can wait to be pushed into action, and reconcile its economic and environmental responsibilities with public expectations on a case-by-case basis. Or it can seize the initiative, embrace a broad vision of conservation, and reap the rewards for environmental leadership.

ECONOMIC BENEFITS[7]

Resource conservation necessary to achieve environmental goals is destined to become a major growth industry in Canada's future. Parks have a significant role to play in this venture, notwithstanding the fact that economic benefits must be captured in ways which maintain the primacy of the protection mandate.

The existing assets of the national park system represent a tremendous investment base. Excluding the land estate, for which no valuation is available, the more than 10,000 physical assets such as buildings, roads and bridges have been assessed at $3.25 billion.

The more than $300 million annual budget used by Environment Canada - Parks to manage these assets has a significant impact on the Canadian economy. Most immediately, it stimulates a roughly equal amount in visitor spending. In fiscal 1984-85, budget expenditures plus visitor expenditures totalled $614.7 million.

These expenditures resulted in an increase in the gross domestic product, the total value added to goods and services produced in the Canadian economy, of almost $900 million. In other words Environment Canada - Parks' expenditures have almost a three-fold multiplier effect!

They also create jobs. More than 34,000 person-years of employment, including about 5,600 Parks staff, were created in 1984-85. Labour income in Canada grew by almost $600 million as a result.

Local, provincial and federal governments collected nearly $145 million in taxes, duties and royalties from this activity, roughly $43 million going to the federal government.

The Parks program also has an impact on tourism which, because of international visitors, contributes positively to the nation's balance of payments. Spending attributable to parks by roughly 2 million foreign visitors has been estimated at close to $50 million.

This assessment does not include related expenditures which would increase the estimated impact: by the private sector, in facility development to service visitors; by other government departments, such as Public Works Canada; and by provincial and territorial contributions.

Another significant economic aspect is due to the location of most parks in rural and remote areas. In such places with little local industry, economic stimulation and job creation are often urgently needed. For example, the four national parks in the Yukon and Northwest Territories alone generate a greater gross domestic product than direct income from fishing, or hunting and trapping.[8]

More than 70% of park locations are in areas identified as being economically depressed. Hence, the economic impact includes a redistributive benefit across the country. Parks are also stable, long-term operations, in contrast to many short-lived resource development projects, and stimulate local economies by providing construction, catering and other contracts for local firms.

A comparative economic analysis of parks with other sectors of governmental economic programming fell beyond the scope of the Task Force. However, we conclude that when the economic dimension is added to the conservation case for new national parks the overall justification for action is solid. In some cases it may even be arguable that failure to establish parks would represent a failure of regional economic policy.

We are further convinced that much more could be done to explore

and exploit economic opportunities compatible with park natural values. The parks program has evolved to its present position without the benefit of a strong, continuing marketing effort in conjunction with planning for regional integration.

Considering the international growth in high-quality wilderness tourism, the $4.2 billion spent by Canadians in 1981 on wildlife-related activities,[9] the nation-wide concern for the conservation of our cultural heritage and the aspirations of aboriginal peoples for cultural retention, we believe that there are many potential markets to be tapped through the siting, innovative development and promotion of protected heritage lands.

This observation does not support a conclusion that more destination resorts are warranted within parks. On the contrary, many other options are available for tapping the economic potential of parks in ways which serve the protection mandate. High quality adventure tours, research expeditions and the presentation of living cultural experiences are possible. Carefully targeted marketing and promotional efforts outside the parks and in adjacent communities can lead to the identification of these opportunities, the education of prospective client groups, and the cultivation of appropriate private sector partners.

SUPPORT OF ABORIGINAL PEOPLES

That the goals of national parks can fit with the desires of aboriginal peoples to protect areas for their subsistence use is well established. Recent agreements with the government of the Yukon and Northwest Territories, the Committee for Original People's Entitlement, and the Tungavik Federation of Nunavut to establish Northern Yukon and North Ellesmere national parks respectively provide evidence, as do ongoing discussions between the government and other aboriginal groups concerning other potential parks.

Internationally, the need to integrate indigenous or aboriginal peoples into the park management process was recognized through a resolution of the International Union for Conservation of Nature in 1975. Exact measures have not been developed but guidelines are evolving. Australia's Kakadu and Uluru National Parks have adopted management practices to accommodate aboriginal communities. In Alaska, the U.S. Government has adopted special measures for long term residents. Among the Pacific islands, parks on tribal lands have existed for several years (Fiji, Western Samoa, Indonesia, Papua New Guinea).

In the Canadian north especially, land use decisions are being made now as part of land claim settlements. For the benefit of not only native people but all Canadians, opportunities to establish parks through these claim settlements must not be missed.

AN ACTION PLAN FOR NATURAL AREAS OF CANADIAN SIGNIFICANCE

With an imperative, urgency, a vision, and some clear opportunities, it is incumbent upon the Minister of the Environment to act. The Task Force has identified a set of actions that together provide a coherent strategy for protecting "Natural Areas of Canadian Significance" (NACS). Our focus is on the 60 terrestrial and approximately 25 marine NACS already identified by Environment Canada - Parks. The system planning approach used by Environment Canada - Parks currently calls for representation of each of 68 natural regions that encompass all of Canada. Our recommendations are aimed at facilitating this objective. However, in many cases more than one nationally significant area exists in a natural region. Through co-operative approaches the ultimate objective described in this report is to extend protective management in some form to all areas of national significance. In addition, in the first recommendation, we focus on existing and potential provincial parks that also represent nationally significant wildlands.

ACTION 1. CREATE CANADIAN HERITAGE LANDS DESIGNATION

Recommendation: That the Minister of Environment institute a new designation, "Canadian Heritage Lands," for outstanding nationally significant areas managed to national standards, regardless of ownership.

Concept and Rationale: The designation offers an exciting and attractive new way to facilitate joint federal-provincial/territorial co-operation in meeting Environment Canada - Parks' system objective and extending protection to other nationally significant areas.

The objective of the designation "Canadian Heritage Lands" and facilitating program is:

> To provide a vehicle to move unprotected areas of Canadian significance more quickly into a protected status through co-operative inter-governmental and private action.

Canadian Heritage Lands can be viewed as a national application of the international World Heritage Site designation, in being a prestigious designation for protected areas managed to accepted standards.

The Canadian Heritage Lands concept ultimately should provide an umbrella for both natural and cultural landscapes of Canadian significance. However, initially Canadian Heritage Lands could

encompass the first five United Nations categories of protected natural areas, namely:

I. scientific reserves/nature reserves

II. national parks/provincial parks

III. natural monuments/natural landmarks

IV. nature conservation reserves/wildlife sanctuaries

V. protected landscapes

In the Canadian context, these 5 internationally-recognized categories include:

Canadian Heritage Lands	International Category
Provincial Ecological Reserves	I
Terrestrial and Marine National Parks	II
Protection-oriented Provincial Parks	II
Canadian Landmarks	III
National Wildlife Areas	IV
Canadian Heritage Rivers	V
Co-operative Heritage Areas	V

The Task Force recommends that the initial focus of Canadian Heritage Lands be on the protection of "Natural Areas of Canadian Significance" (NACS) as national parks, or provincial parks managed to national standards (Category II). After the concept is tested on these areas, it should be broadened to encompass other conservation designations, for natural and even cultural landscapes, with appropriate standards for each designation.

Initially, the Canadian Heritage Lands designation could be

applied in a variety of situations:

1) To provide recognition and a prestigious designation for the most significant existing or new national, provincial or territorial park in each natural region.

2) To assure and strengthen the level of protection of both existing and new Category II provincial or territorial parks, through co-operative efforts and cost-sharing. For example, by meeting national standards, Polar Bear Provincial Park in Ontario, and Tweedsmuir and Mt. Edziza provincial parks in British Columbia are existing parks that may qualify for Canadian Heritage Lands designation.

3) To provide a co-ordinating umbrella for a combination of national and provincial park or other conservation land designations where such a combination provides the most appropriate and feasible way to protect and manage a nationally significant area, once again through co-operative efforts and cost-sharing. For example, an experiment could be conducted with Atakaki and Woodland Caribou provincial parks, which manage contiguous areas in two provinces, provided all governments were willing to examine the benefits of provincial ownership and federal support to achieve a national goal. (Appendix IV provides another example of a possible combined designation for a presently unprotected NACS in the Yukon Territory.)

The Task Force recognizes that the application of the Canadian Heritage Lands concept should be evolutionary, allowing partnership

options to grow.

The need for Canadian Heritage Lands designation is to open a 'window of opportunity' for accelerated heritage protection in the present environment of increasing land-use pressures and conflicts, and government fiscal restraints.

The benefits of the Canadian Heritage Lands concept in meeting this need are:

- Greater options for protecting areas of Canadian significance through an emphasis on standards rather than federal ownership.

- Potential for economy through shared responsibility. Specific to NACS, it extends to them the philosophy of shared responsibility presently in effect for Canadian Heritage Rivers and Co-operative Heritage Areas.

- Provision of a prestigious designation that better recognizes and gives credit for deliberate initiatives and contributions of different levels of government and the public.

Implementation:

1. The Minister of Environment should formally establish a Canadian Heritage Lands Commission with the following objective: through Canadian Heritage Lands designation, to facilitate the establishment of new parks and recognize existing heritage conservation lands that are of Canadian significance.

We recommend that the Minister appoint three federal government

representatives, three provincial government representatives, and six private citizens, the Commission to be chaired by one of the latter. Private citizens should include individuals with experience and knowledge of park issues, and represent a variety of interests. The Canadian Environmental Advisory Committee could provide advice.

The Commission should be supported by one full-time civil service staff person, with secretarial, office facilities and associated operating expenses provided by Environment Canada - Parks.

The role and responsibilities of the Commission should be:

i) To develop protection and use standards for categories of Canadian Heritage Lands, in consultation with management agencies, and with immediate responsibility to do so for areas classed as "Natural Areas of Canadian Significance" (NACS).

NACS protection and use standards should be of a high level commensurate with those presently applied to national parks and recognized internationally. (Proposed standards for consideration by the Commission are in Appendix V.)

ii) To recommend areas qualifying for Canadian Heritage Lands designation to the appropriate Ministers.

iii) To help in negotiating new areas, by having a mandate to identify and explore options for issue resolution, with appropriate public input.

iv) To publish an annual "State of Canadian Heritage Lands" report which reviews progress in the Canadian Heritage Lands, park

accomplishments, matters under negotiation, and goals for the forthcoming year.

v) To search for innovative and more efficient mechanisms to encourage protection of areas of Canadian significance.

vi) To recommend World Heritage Site status for areas meeting the criteria of the World Heritage Convention.

vii) To award recognition for outstanding achievement by individuals, groups or agencies.

The Commission should be able to:

i) upon mutual agreement, draw upon researchers from Environment Canada - Parks or other park agencies for specific assignments or, where required, solicit necessary research from non-government sources; and

ii) obtain substantive briefings upon request for specific information from Environment Canada - Parks and other park agencies.

The concept of Canadian Heritage Lands was presented and discussed at the Federal-Provincial Parks Conference at Charlottetown, P.E.I. in August 1986 by Task Force members. It was very strongly supported in principle by parks directors, albeit with concern over standards. The concept and Commission was also discussed at an informal meeting of 6 non-governmental organizations active in the parks field (4 national, 2 provincial) plus Heritage Canada, where it also received strong support in principle.

ACTION 2. SET FEDERAL GOALS AND ASSURE ACCOUNTABILITY

Recommendation 1: That the Minister present Canadians with a clear statement of goals and strategies for fulfilling the federal mandate to protect a system of natural areas of Canadian significance.

Rationale: Goals are necessary to focus action, especially when more than one agency is involved in program delivery, as envisioned by the Canadian Heritage Lands proposal.

The Task Force has discovered that active participants on all sides of the parks scene remain uncertain as to this government's overall policy and intentions concerning completion of the park system. The existence, let alone the status, of the parks system plan is all but unknown outside the confines of the conservation community. Resource industry officials are surprised to learn that Environment Canada - Parks has a rational scientific basis for identifying NACS, and that the system plan is finite. The general public may be even less informed.

This situation must change if (i) the true strength of public support for new parks is to be gauged; (ii) an effectively organized constituency is to develop in collaboration with the government; and (iii) the understandable apprehension of industrial interests is to be abated.

Likewise, if central agencies are to look favourably on new park expenditures, these expenditures must be put forward as elements of a

larger action plan which highlights the shared commitment and contributions of other public and private conservation organizations.

Some provincial governments have been cool to the identification of NACS in the past. However, this concern appears to be based largely on a perception of a federal land grab. The approach to completing a Canadian system of parks and Heritage Lands advocated by the Task Force should overcome this concern, since federal ownership and control is only one possible outcome.

Implementation:

1. The Minister should publicly confirm the government's commitment to fulfill its parks mandate through the protection of NACS which fully represent the diversity of Canada's natural regions. Further, he should direct Parks officials to publicize this commitment widely through its communications programs. The message should clearly identify those regions as yet unrepresented and the natural areas the agency considers to be the most suitable candidates for meeting this need.

2. The Minister should direct Environment Canada - Parks to draft a strategic plan to guide the agency in substantially fulfilling its NACS protection mandate by the year 2000.

   The plan should include geographic priorities and proposed means for co-operating with other government and non-government agencies.

3. The plan should be based on consultation with the conservation

community and be submitted to the 1988 meeting of federal-provincial/territorial parks Ministers.

4. The Minister should direct his parks agency to publish its lists, locations and information about all its identified NACS. This step is merely fulfilling a policy statement in the agency's 1979 cabinet-approved policy, which has never been acted upon: "By working with the provinces and territories, to establish and make public a register listing identified areas, Parks Canada hopes to encourage other public agencies and appropriate private organizations to work toward their protection."

Recommendation 2: That the National Parks Act be amended to require the Minister to report to Parliament every three years on the state of the National Parks and progress toward stated goals for the federal contribution to the Canadian Heritage Lands system.

Rationale: The Task Force recognizes that goals and plans are only as good as their implementation, and that results, not effort, should be rewarded. It also recognizes that no matter how clear the vision, its realization by parks agencies will not happen overnight, requiring adjustments to be made along the way.

Other participating organizations, central agencies and the public at large also have a right to know that their efforts are achieving positive results. As the Auditor-General concluded in his 1983 annual report: "Parks Canada does not provide the information necessary to indicate how well it is fulfilling its mandate, nor does

it have formal procedures to hold its employees accountable for producing the results necessary for delivering its program."[10] A periodic status report is an effective way to meet this need and to fine tune the next stage of the journey towards system goals.

The recent State of the Environment report released by the Minister already indicates widespread recognition of this need. However, the Task Force recognizes the need for Parliament to receive a more rigorous evaluation and forward-looking action plan from the Minister concerning his parks mandate than is contained in that report.

While a legal requirement for an evaluation of this kind would be new to the parks program, it is not new within government where financial performance is regularly examined under statute. To ensure effectiveness, ongoing public investment in long-term resource management is increasingly seen to deserve formal performance reviews. Experience with Manitoba's wildlife review and the U.S. State of the Parks report demonstrates the salutary effect such reviews have on program planning, performance evaluation and public awareness.

A formal requirement for a report would also ensure continuity of effort from one minister to the next.

Implementation:

1. The Minister should immediately seek cabinet approval to incorporate provision for this status report within the package of proposed amendments to the National Parks Act currently going

forward to Parliament.

2. The Minister should direct Environment Canada - Parks to develop the framework and performance measures for the status report, including those related to co-operative arrangements with other public and private agencies. These should be reviewed at the 1988 Parks Ministers meeting.

ACTION 3. DEVELOP A FINANCING STRATEGY

The Task Force has identified three components to a financing strategy for new park and Canadian Heritage Lands establishment:

i) primary financing through internal budget re-allocation;

ii) increased revenue;

iii) focus on protection of land, rather than costly infrastructure, development and maintenance.

INTERNAL BUDGET RE-ALLOCATION

Recommendation 1: That the Minister of Environment internally re-allocate a minimum of 5% of Environment Canada - Parks' total annual budget over the next five years to new park establishment and start-up operations.

This roughly $75 million would be the major federal funding source for new parks and the Canadian Heritage Lands approach. Sustained to the year 2000, it would largely finance NACS protection goals. Appeals to Cabinet for supplementary funding would then be confined to exceptional or unusual cases only.

Rationale: Current budget priorities are not conducive to fulfilling the agency's NACS protection mandate, as described in the National Parks Policy (1979). Out of an annual budget in excess of $300 million, only about $1 million are budgeted for new park planning.

There is no sustained level of funding for land acquisition or associated new park costs.

In past years, additional funds for acquisition have been available from special Cabinet or Treasury Board appropriations. However, the imposition of fiscal restraint has shut off appropriations, and this tradition of hand-to-mouth financing, in lieu of a sustained budgetary commitment, now leaves the Minister's mandate to establish parks in jeopardy.

The Task Force finds this situation unsatisfactory in the face of the urgency and public support for conservation action.

The Task Force is convinced, based on considerable information reviewed concerning Environment Canada - Parks' long-term capital plan, that there is ample flexibility to allow for the deployment of sufficient funds for new parks within the existing appropriation. The problem is budgetary priorities which, in the 1986-87 published Estimates, place "maintaining and restoring levels of service" first, and new park establishment fourth and last!

In direct contrast to these existing priorities, the Task Force has not found public support for the maintenance and development of existing park assets at the expense of the mandate to ensure protection for the natural resources. Within parks, the planning process for the four Rocky Mountain parks clearly revealed that public opinion supported management policies which emphasized resource conservation over development. The same has been true in many other park management plans: Kluane, Pukaskwa and others. With

respect to new parks, the Centennial caucuses and Banff Assembly, the South Moresby caravan, and recent media coverage all demonstrate the priority Canadians place on new parks.

In our view, Environment Canada - Parks' current levels of service and facility development risk becoming more responsive to design standards and agency self-image than public expectations and preferences. Building monuments must not take precedence over building the vision.

Implementation:

1. Recent Treasury Board policy provides for increased Ministerial discretion to re-allocate financial and person-year resources within existing appropriations. The bases for allocation and accountability are to be pinned down in a multi-year memorandum of understanding between individual departments and Treasury Board.

   In other words, the Minister now has the flexibility to set long-term expenditure targets for new parks without having to spend or forfeit a pre-set amount in any given year.

   Accordingly, he should direct Environment Canada - Parks to spend a minimum of 5% of its total annual budget on Canadian Heritage Lands and new parks over a five year period, and build this commitment into the memorandum under preparation with Treasury Board. This commitment, along with other financial recommendations we are making to increase revenue and decrease costs of park establishment, especially the Canadian Heritage

Lands proposal, would enable managers to implement a strategic plan.

2. The presentation of information in the annual Estimates should be revised to identify specifically the expenditures related to the protection of new lands as a high priority.

3. To initiate and ease the re-allocation process the Minister should invite all National Park superintendents to contribute to the target for building a vision of a national park system. We are of the view that no greater commitment to the national park system exists than that of its present superintendents, and they should be given the first opportunity to redeploy resources towards this national goal.

INCREASED REVENUE

Recommendation 2: That the Minister of Environment establish an Endowment Fund to receive public and private money for projects which contribute directly to the designation of Canadian Heritage Lands.

Rationale: The Task Force believes that a variety of measures to increase and diversify the funding base for new parks is worthwhile. Heritage conservation, like sustained-yield forestry, is a long-term business which requires continuous, assured funding. An endowment fund will help achieve a stable base.

Both in Canada and abroad, numerous examples exist of the vital role that public and private trusts can play in protecting heritage

resources. The Ontario Heritage Foundation and the Alberta Heritage Trust Fund offer outstanding examples.

At present, there is no means for people or organizations who want to contribute funds for new park establishment to do so with assurance that the money will be used for that purpose. A new park endowment fund would provide that opportunity.

The most fundamental consideration in an endowment fund is the public's willingness to supplement tax-based public service programs - in effect, to develop a new social contract. Debate on this issue in the conservation field has just begun.

Considerable investment, lead time, and market analysis are necessary for an endowment fund to operate successfully. Similar to the findings of the National Parks Centennial Citizens' Committee, our own research and consultations show that, even if the perception of parks as government's responsibility were to change overnight, the marketing challenge faced by government in selling its fundraising goals would be enormous.

Private donors will not be convinced to contribute to a public cause so long as the park budget reveals new parks to be a low priority for the very agency seeking contributions. There is no short-cut to the preceding recommendation that internal budget re-allocation is essential.

Despite these problems, the Task Force encourages the Minister to advance the endowment fund concept. There are other indications of a potential positive response, in other jurisdictions, as mentioned,

and in the remarkable growth of co-operating associations for national and provincial parks. A careful, step-wise approach, however, must be taken.

The Task Force recommends that the endowment fund focus on the designation of Canadian Heritage Lands, because we believe this program offers the best hope for significant progress in protecting nationally significant wildlands. As well, the broad scope of the Canadian Heritage Lands approach has greater potential to stimulate further innovation and co-operation in fundraising efforts within the conservation community.

We also recommend that the endowment fund be used for protection of nationally significant areas, not facility development or operation and maintenance of existing parks, because NACS protection is the parks activity most urgently in need of funding.

As the step-wise approach for establishing an endowment fund, we recommend the following:

Implementation:

1. The Minister should seek the advice and counsel of philanthropy professionals and non-government conservation organizations concerning the most effective structure and focus for the endowment fund.

   So far as we are aware, no external consultation has occurred on a present initiative within Environment Canada - Parks to establish a trust fund. Given the challenge of marketing such a

fund in a highly competitive environment, and the need for the support and participation of non-government agencies in its promotion, it is essential that they be party to its development.

Consultation should encompass matters such as the fund's purpose and administrative structure, appointment of trustees, sources of revenue, investment policy, project criteria and approvals process. Resolution of these issues could be facilitated by the development of an options paper and its discussion by a small group of non-government representatives at a one-day meeting with the Minister and Parks officials.

2. A major on-going source of revenue for the endowment fund should be a voluntary Canadian Heritage Lands levy on park entrance permits. This would be a nominal contribution, e.g. one or two dollars, which could be attractively packaged as a passport system.

Consistent with the broad scope of Canadian Heritage Lands, the levy could be applied to provincial as well as national parks. As a voluntary contribution by park users, the endowment fund levy would not be captured by the central treasury. Parks officials would merely act as collection agents.

Environment Canada - Parks should prepare a prototype of the promotion and collection system for the Minister to discuss with his provincial and territorial colleagues.

Provincial-territorial participation in the program should be

reflected in appointments to the Board of Trustees for the fund and in the regional distribution of project funds.

3. The Minister should commit to the principle of matching private money donated by corporations and others to the fund. Matching funds should be secured from the parks program budget or from special allocation by Treasury Board.

4. The Board of Trustees for the endowment fund should submit an annual list of recommended projects for the Minister to approve for funding. Clerical and administrative support for the Board of Trustees should be provided on an as-needed basis by Environment Canada - Parks.

5. Endowment fund money should be disbursed primarily for projects by non-government conservation organizations which contribute directly to the establishment of Canadian Heritage Lands. Projects would include land acquisition, feasibility studies for various management regimes, and local consultation programs.

   In addition, a small share of endowment fund money should be spent in support of projects which enhance the capability of NGOs to develop their fundraising expertise and which identify new funding sources for Canadian Heritage Lands. The endowment should not fund the core operating expenses of NGOs.

6. Once the fund is established, the Minister, in consultation with the Board of Trustees and his federal and provincial colleagues in the heritage conservation field, should investigate other potential sources of revenue. The Task Force considers three to

hold special interest:

a) Bonds: special purpose bonds are widely used to fund conservation in the United States. They provide considerable revenue,in some cases up to $100 million, and can serve to link various conservation programs such as protection of habitat, cultural heritage and park lands. Special purpose bonds have been used in Canada and would provide a secure funding source for major programs.

b) Excise tax: the proposed excise tax on outdoor equipment could net significant amounts of money for conservation. Since this tax would tap the full spectrum of outdoor recreation products and users, a share of the revenue should be allocated to Canadian Heritage Lands. The Minister's active support for the proposal under these terms would stimulate the strongest, broadest support from the conservation community.

c) Lotteries: the opportunity exists for the conservation community to participate in and benefit from the phenomenal revenue generated by public lotteries. A concerted campaign could be mounted on behalf of the full range of heritage conservation interests. The Minister could sponsor a meeting of wildlife, parks and cultural heritage organizations to discuss a strategy.

EMPHASIS ON PROTECTION

Recommendation 3: That the Minister of Environment direct his parks agency to focus new park establishment on meeting protection rather than immediate development objectives.

Rationale: With options on NACS protection slipping away, and fiscal constraints, it is prudent to obtain nationally significant lands now, and phase in any necessary developments later. The high cost of park establishment since the late 1960s is largely the result of an emphasis on ownership, and efforts to achieve as quickly as possible perceived tourism expectations. In the past, both park budgets and Economic Regional Development Agreements (ERDAs) have been used to accomplish this aim.

An emphasis on protection, rather than development, will reduce by approximately 50% the projected costs of national park establishment and operation over the initial five years for northern parks, and substantially reduce costs for projected southern parks, according to Environment Canada - Parks' calculations submitted to the Task Force.

ACTION 4. ESTABLISH A NEW FAMILY OF CONSERVATION AGREEMENTS

Recommendation: That the Minister of Environment be the founder of a family of federal-provincial/territorial Conservation Agreements. These agreements would parallel the present family of Economic and Regional Development Agreements (ERDAs). Conservation Agreements would cover land, soils, water, rivers, coastlines, wildlife, parks, and be used in aid of Canadian Heritage Lands designation.

Rationale: The World Conservation Strategy emphasizes the dependency of economic development on wise conservation practices. The agreements in place under ERDA have a predominant focus on economic development and production, covering agriculture, forestry, transportation and tourism. There is a need to give emphasis to conservation, whether of our soils, water, wildlife, lands, rivers or coastlines. Full implementation of this recommendation could be the most dramatic step Canada has taken to date in implementing the World Conservation Strategy. Such Conservation Agreements, entered into by federal, provincial and territorial governments under an umbrella similar to ERDA but focussed on conservation, would entail substantially less money than their ERDA counterparts but will be of growing importance to the long term health of our environment.

Just as many departments participate under the ERDA umbrella, we envisage similar breadth of participation under conservation agreements. Thus the Minister of Environment would initiate these agreements in matters most relevant to his agency, and one of these

would be Canadian Heritage Lands.

ERDA tourism agreements have provided useful adjuncts to park establishment in the past, and may do so in the future, by facilitating related private tourism infrastructure. However, one use of the new family of Conservation Agreements would be to encourage Canadian Heritage Lands agreements among governments. In that way, the cost of this program would not be borne wholly out of existing park budgets, but through a recognition of its merits among government funding priorities.

Implementation:

1. The Minister of Environment should obtain the approval-in-principle of his federal colleagues for a family of Conservation Agreements.

2. The Minister should seek to enter into Conservation Agreements for individual Canadian Heritage Lands on a pilot basis.

Note: Since the development of a family of Conservation Agreements is a long-term mechanism, the Canadian Heritage Lands program should proceed in the short term using existing park budgets.

ACTION 5. CREATE A MECHANISM TO EASE LAND USE CONFLICTS

Recommendation: That the Minister of Environment direct his agency to develop a mechanism to pre-empt the confrontational approach to resolving resource use conflicts involving Natural Areas of Canadian Significance. The mechanism should be structured to respect the interests of all stakeholders. It should require them to provide accurate information concerning their objectives, on which a decision can be made about managing the resources to the benefit of all Canadians.

Rationale: The conflict surrounding resource use decisions is aggravated by a lack of information, a failure to define objectives clearly, and a lack of incentive to achieve conflict resolution. Decision-making is often clouded further because the only apparent decision is looked upon as "go - no go" and not an effort to resolve conflict.

The Task Force proposal would be to establish a mechanism that would recognize at an early stage all the players in the area and their interests, especially if this has not been done already through broader land use planning, or aboriginal land claims. As well, it would commit the players to seek a resolution to land use conflicts.

Implementation:

1. The mechanism would be framed as follows:

a) The Canadian Heritage Lands Commission should publish potential Canadian Heritage Lands nominated by the federal government, provincial governments, private interest groups or individuals. The initial list would be based upon Environment Canada - Parks' NACS. These resulting lists should then be updated annually and distributed widely to both conservation and industrial groups. The lands so designated would be areas requiring further study, not to be seen as areas necessarily destined to become parks. This preliminary designation would aid both conservation and industrial groups in their planning process.

b) Identification of the stakeholders

Any party with a vested interest in a particular area could register themselves with the Secretariat of the Canadian Heritage Lands Commission, and this would be the trigger for a commitment to action by both interests. Whenever a primary interest was expressed for some change in the area's status, such as an application to license a resource or a proposal for a park, all the registered stakeholders would be notified and this would trigger the evaluation process.

c) The objective of the evaluation phase is to gain a detailed understanding of the area's attributes - its ecosystems, wildlife populations, water systems, renewable and non-renewable

resource potential, inhabitants and their lifestyles, economy and interrelationships.

The responsibility to acquire the information necessary to evaluate the area would be shared by all interested parties, but would be spearheaded by the organization responsible for licensing or administering the resource in which the primary interest has been expressed. The proposed endowment fund would assist activities by non-government conservation organizations. This co-operative effort would be focussed on getting an accurate factual description of the area. Each stakeholder would submit a research or evaluation proposal aimed at documenting the interest they have expressed.

Participants would be required to complete their investigations within a defined time schedule. The facts available at the completion of this evaluation stage would be the basis of the land use decision-making process.

Intrinsic to the evaluation process would be the development of terms and conditions to safeguard the natural attributes of the area during the evaluation activities. The objectives of these terms and conditions would not be to prohibit activities in the area. Rather, the terms and conditions would be negotiated to permit assessment of the resource potential while minimizing risks to the area and its assets. The appropriate parks branch would be involved in developing guidelines and monitoring activities, and would work with the parties involved to ensure that the terms and conditions were met.

d) Decision-making process

The decisions made at the conclusion of the defined time frame of the evaluation phase would, in most cases, create a spectrum of conservation/development options. In other cases, the optimum solution may be at either extreme; in still others, a variety of institutional arrangements, of which a national or provincial park may be only a part, may be invoked to protect the land and accommodate other land use interests (see example in Appendix IV). Options may include zoning, seasonal development schemes, or a land base exchange.

The decision-making process will have been enhanced as the information gathered and exchanged in the evaluation phase will have clarified where the land use conflicts actually do exist. As well, the experience gained in working co-operatively will help the participants and the public appreciate each other's concerns and priorities.

2. In the event of development, it is recommended that a restoration fund be established. As restoration would most likely be a condition of development, the fund would ensure that sufficient money is available when it is needed and would keep the developer conscious of its environmental responsibility.

3. The owner of the resource base in question, usually the Crown, should set aside some of the revenues it receives when resources are licensed for development. These funds should then be used to aid in the conservation of Canada's natural heritage.

4. The Minister should undertake, through a consultative process, further to develop this proposed mechanism and to test reactions to it. The recent consultative exercises on toxic chemicals at the Niagara Institute provide an example of the potential success of such a process.

ACTION 6. VIGOROUSLY PURSUE PARKS IN THE NORTH

Recommendation: That the Minister of Environment encourage officials vigorously to pursue and develop their progressive work with northern native groups in establishing national parks, park reserves and Canadian Heritage Lands through aboriginal claims and co-operative approaches with the territorial governments.

Rationale: The north was a particular focus for the Task Force because it is a sensitive place at a special time. Future land tenure and resource management regimes in the north are being decided now. Within the decision-making processes, an unparalleled opportunity exists to protect some of the most spectacular places and ecological treasures in Canada, for the benefit of both local people and all Canadians.

The Task Force received positive suggestions on ways to harmonize national park establishment in the north with territorial government policy and the viewpoints of naturalist, aboriginal and other northern interests. We propose elements of policy for the Minister to endorse, or re-affirm through direction to Environment Canada - Parks.

Implementation:

1. The most effective, efficient, economic and just means of establishing National Parks is through the negotiation and settlement of aboriginal claims. Environment Canada - Parks has

already formally acknowledged the historic and contemporary attitudes of native people to conservation. The Inuvialuit agreement established Northern Yukon National Park, and as recently as Sept. 20, 1986, agreement with the territorial government and the Inuit resulted in establishment of a National Park Reserve on Ellesmere Island. Similar negotiations are taking place with other native groups (Council of Yukon Indians and Old Crow Band for a southern extension of Northern Yukon National Park).

Elements of the management and harvesting regime of Wood Buffalo National Park are to be negotiated in the Dene-Metis claim. If those negotiations are successful, the establishment of a new National Park on the East Arm of Great Slave Lake may also be negotiated through that claim.

2. The aboriginal claims process provides Environment Canada - Parks with a unique opportunity to negotiate not only the creation of parks capable of meeting national and international standards, but also co-operative arrangements with aboriginal groups that will ensure their support and participation in the creation and management of parks. Such joint management mechanisms should continue to include harvesting rights and guaranteed management roles for aboriginal people in parks planning and management, wildlife management, economic and employment opportunities, and training. Furthermore, now that the precedent has been established, Environment Canada - Parks should agree that management and harvesting provisions of the

claims, which allow native people to continue wildlife harvesting and subsistence use of the land and resources, should take precedence over the National Parks Act. This does not preclude the possibility of establishing specific hunting regulations for a park, through joint management mechanisms pursuant to the aboriginal claims settlement. However, native people should be viewed as an asset to a park rather than a hurdle to park development. They have acted as stewards of northern lands for centuries and will continue to do so.

3. Among specific opportunities that should be vigorously pursued are:

- Negotiation with the Tungavik Federation of Nunavut for two additional parks in the Eastern Arctic, as per the initialled 1983 Agreement in Principle on National Parks. For one of these, North Baffin - Lancaster Sound, the recently approved Marine Park Policy is especially helpful in potentially extending park protection to marine areas.

- Resolution with the Dene-Metis negotiators and Environment Canada - Parks regarding harvesting rights in Wood Buffalo National Park, and with the Snowdrift Band regarding development of the national park proposal within the area under discussion for their land claim settlement (East Arm of Great Slave Lake). As well, management and economic rights should be negotiated with the native people of the Deh-Cho region to develop the Nahanni National Park Reserve into a full-fledged park.

- Resolution with the Council of Yukon Indians of an extension to Northern Yukon National Park, and to Kluane National Park Reserve.

- Through the claims process, develop a schedule and a process for the establishment of new National Parks and Canadian Heritage Lands with each claimant group in the post claims era.

- Positive action on the North Bank Island park proposal. Although this area remains federal crown land subsequent to the settlement of the COPE claim, and is not subject to any other land claim negotiations, the people of Sachs Harbour, NWT should be integrally involved.

4. Protection of nationally significant areas will have to be sensitive to, and work in harmony with, the land use planning bodies established by the 1981 Northern Land Use Planning Policy; the 1983 Basis of Agreement on Land Use Planning; the conservation strategies being developed by the territorial governments; and possibly the conservation advisory board which was recommended by the Task Force on Northern Conservation. However, we view the creation of northern national parks, with a legal mandate, as an imperative that should be acted upon as rapidly as possible within the confines of our point 1 above and point 5 below. Consideration should also be given to the complex socio-political context of northern lifestyles and the continuing need of native northerners for sustainable use of the land and resources.

5. The Canadian Heritage Lands program offers a vehicle for joint federal, territorial, and native involvement in protecting areas of national significance. It offers a vehicle for establishing, through co-operation and joint management, a comprehensive network of protected areas in the north. It also provides an opportunity for careful analyses of the appropriate jurisdictions and agencies to protect each area, and to do so with adequate buffers and regulatory mechanisms for surrounding areas. As well as the areas mentioned under point 3, a variety of natural areas and natural sites of Canadian significance have been identified by Environment Canada - Parks, the Canadian Wildlife Service, aboriginal groups and territorial governments as being worthy of protection-oriented management under this program as it evolves.

6. The Minister of Environment should urge the Minister of Indian and Northern Affairs to involve territorial governments, through their Ministers of Renewable Resources, and native groups to use existing land, water, and resource regulatory mechanisms to protect all NACS in the north prior to their formal designation as conservation lands, and to encourage and assist in the development of vehicles for improved, community-based integrated regulation so that essential ecological features or processes are not impaired.

ACTION 7. STRENGTHEN THE HERITAGE CONSTITUENCY

Recommendation: That the Minister help assure the continuing development of non-government conservation organizations in their efforts to broaden awareness and commitment to heritage values at the local and regional levels.

Rationale: Voluntary NGOs, as direct expressions of citizen interest, are vehicles for program delivery, and have great potential for sharing and extending the government's efforts in marketing a public purpose. As creations of the community they are most sensitive to changing local and regional conditions. Their members understand the language in which community issues are, and need to be, discussed. They offer a mechanism for tapping local expertise and involvement in projects at relatively low cost. They also have the flexibility to forge working alliances among various interests, a flexibility which is difficult to maintain in large bureaucracies.

In short, NGOs provide an effective way to adapt, deliver and channel responses to national messages. As such, they are an essential medium for national dialogue and consensus-building.

Examples of NGO initiative range widely. For example, the British Columbia centennial caucus researched and mapped a comprehensive inventory of candidate protected areas for the province. The Nature Conservancy of Canada has entered into an agreement with Environment Canada - Parks to acquire lands for addition to the national park system. It is also planning a nation-wide registry of natural areas. The Canadian Wildlife Federation has

actively promoted the World Conservation Strategy in Canada. The World Wildlife Fund (Canada) has funded scientific research supporting the development of a marine park proposal for the mouth of the Saguenay River. The Canadian Arctic Resources Committee has contributed extensively, through technical conferences and policy papers, to planning and management policies for protected areas in the north. The Canadian Nature Federation sponsored the South Moresby caravan. The Canadian Parks and Wilderness Society published a two-volume sourcebook on marine parks. The Natural Heritage League in Ontario initiated a landowner contact program to encourage private land stewardship. The Federation of Ontario Naturalists co-sponsored a comprehensive breeding bird atlas for Ontario. Manitoba conservation groups are organizing a coalition to seek access to a share of provincial lottery money for conservation.

Apart from its formal, park-specific public participation programs, Environment Canada - Parks has relied very little on NGO assistance in building public understanding and involvement in its program. Stronger relationships of this kind are to be found in the arts and culture sector, for example.

The Canadian Heritage Lands proposal, with its sensitivity to local and regional realities, presents a particular focal point for NGO involvement. The urgency of strategic planning, and the potential assistance afforded by NGOs across the country, all counsel in favour of strengthening NGO support and assistance.

Implementation:

1. The Minister should broaden the range of financial assistance options to non-profit, voluntary membership NGOs. This assistance should go toward local and regional initiatives in building public awareness and involvement about the protection of natural areas, including the Canadian Heritage Lands. It could be delivered through the department-wide ENGO funding program which has been under development for some time.

   Funding options could include full project grants for existing organizations, start-up grants for new organizations, and matching grants/loans for business development activities which are intended to enhance the self-sufficiency of NGOs or take advantage of commercial educational opportunities compatible with heritage lands, such as nature tours.

   Special emphasis should be given to projects which involve co-operation among diverse regional or community interests where a park may be created. For example, a portion of the annual budget allocated for contributions could be reserved for projects which bring together conservation and development groups, such as local chambers of commerce.

2. The Minister should ensure that all regional offices of Environment Canada - Parks have staff with job descriptions that include responsibilities for assisting NGOs and disseminating information about innovative public awareness projects across the country.

3. The formation of local parks and heritage lands advisory groups should be actively supported as a matter of program policy, so that parks officials are responsive to local initiatives. The Biosphere Reserve committees provide one useful example. (Biosphere Reserves are an outgrowth of the International Man and the Biosphere program, and have been established around Waterton Lakes and Riding Mountain National Parks. They involve management by consensus by local interests. Potential exists to extend the concept to interim management for NACS.)

APPENDICES

Appendix I. Task Force Members

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Appendix II. Terms of Reference, April 1986

Purpose

To examine new strategies that will facilitate the establishment of national parks in Canada.

Goal

Reporting to the federal Minister of Environment, the Task Force will identify, examine, and make recommendations on possible new strategies that may facilitate the establishment of new national parks.

In particular, the Task Force will examine:

1. the feasibility of joint approaches between government and voluntary heritage conservation organizations for the acquisition and establishment of new national parks;

2. the means by which such joint ventures could be facilitated; and

3. the possible application of such joint ventures to specific national park proposals.

In addressing the overall purpose of the project, the Task Force will examine, but not necessarily limit itself to, the following items:

- positive and negative aspects of joint ventures for park establishment amongst government and voluntary conservation organizations;

- the experience of existing co-operative arrangements in Canada (eg. Wildlife Habitat Canada, Nature Conservancy of Canada/Parks Canada Agreement), the provinces (eg. the Manitoba Heritage Foundation and the Ontario Natural Heritage League) and in other countries and their possible application to the National Parks System;

- the establishment of a National Park Land Acquisition Fund;

- the Canadian tax system and charitable donations, both as the system exists at present and changes which would encourage voluntary sector participation in parks;

- requirements for seed money and any continuing need for government funds for non-government organizations' activities;

- prior conditions and criteria for non-government organizations' involvement in new park proposals;

- acceptability to the provinces of joint approaches and the

provincial role;

- examination of the need for new structures, institutions, or other mechanisms to effect the options;

- the role of native claims and native people both in the provinces and north of 60 degrees;

- the possible application of options to specific cases of proposed new national parks.

In the course of working towards the completion of its work, the Task Force will undertake the following:

- consult with a broad range of conservation, corporate, government and other national, provincial, territorial and international representatives;

- conduct a series of regional meetings with conservation groups and other interests in order to gain public opinion on joint ventures, both on a philosophic and practical level;

- produce and submit a final report to the federal Minister of Environment.

Appendix III. The Task Force Process

OVERVIEW

This section summarizes the main activities of the Task Force in responding to its mandate.

ORIENTATION TO TASK

The Task Force was prompted by concern about the slow pace of new park establishment, the erosion of public funds for new parks, uncertainty regarding the present government's commitment to existing parks policy, and the apparent lack of a strategy within Environment Canada - Parks for addressing these issues.

In proposing the Task Force to the Minister, the National Provincial Parks Association of Canada (NPPAC) (now the Canadian Parks and Wilderness Society, CPWS) suggested that public interest in new parks would best be served by a mutual effort to examine issues and opportunities for innovation rather than an escalation of public debate in the media. The Minister agreed and the Task Force was launched as a joint government and non-government body administered by the CPWS but otherwise autonomous and reporting directly to the Minister.

Though the issue of funding new parks was central to the terms of reference, the Task Force recognized from the outset that a shrinking public purse is not the only barrier to new parks. Hence the scope of its enquiry extended well beyond a search for new sources of public and private funds for national parks. This fact is clearly

reflected in the conclusions and recommendations of the report.

Recognizing its internal diversity and modest resources, the Task Force sought to channel its efforts on this wide-ranging assignment by agreeing on some guiding principles. These are:

1. The present rate of protecting Natural Areas of Canadian Significance (NACS) is unsatisfactory from a conservation perspective.

2. A precondition for co-operation between Environment Canada - Parks and NGOs in joint ventures is an agreement to accomplish more through co-operative efforts, not just devolve present responsibilities away from government. The purpose is to increase the rate of natural area protection through co-operation.

3. In exploring co-operative ways to protect NACS, the Task Force is open to new institutional arrangements in which national parks mesh with other options.

4. It is imperative that the public be involved in protection decisions, especially through the analysis of options at local and regional levels. This is the only way to continue building a regional constituency for NACS protection.

Throughout its wide-ranging investigation of issues, the Task Force always gauged options according to their implications for the objective of ensuring the protection of NACS. While our vision extends well beyond these special places identified by Environment

Canada - Parks, any acceptable standard of success in conservation must give priority to their protection.

MAIN ACTIVITIES

The Task Force conducted its work in three phases:

Phase 1: April-June, 1986

-background research to define central issues and collect relevant data and ideas on solutions

Phase 2: July-August, 1986

-develop key concepts and assess options

Phase 3: September-October, 1986

-prepare draft and final reports

One meeting of the Task Force took place in each phase, the first in Ottawa, the second in Toronto, and the third at Hecla Island in Manitoba. In addition, some of the Task Force members met in August at Charlottetown, P.E.I., where a discussion on Canadian Heritage Lands and other ideas was held at the Federal Provincial Parks Conference.

The Task Force worked in an informal manner, members voluntarily assuming responsibility for a variety of research, consultation and writing activities relevant to their interest and expertise. The principal researcher was also responsible for administrative and background research functions.

During Phase 1, research work proceeded on several fronts:

1. Interviews with Environment Canada - Parks officials and examination of policy documents concerning the status of park system expansion efforts.

2. Interviews with other government officials and politicians to gain an overview of the policy context within which the issue of NACS protection must be addressed.

3. Written consultation and interviews with a wide range of individuals and organizations in the conservation community, industry officials, provincial/territorial parks agencies and aboriginal organizations.

4. Interviews with a range of government and conservation organization officials in Washington, D.C. concerning the recent American experience with the issue of financing parks programs.

Research activity was organized into five main subject areas:

1. urgency/need for new park establishment;
2. securing a stable funding base for new park establishment;
3. developing an action plan for NACS protection within Environment Canada - Parks;
4. developing a co-operative federal-provincial / territorial process for NACS protection decisions;
5. enlarging the national constituency for NACS protection.

A report on preliminary research findings from this effort was submitted to Environment Canada - Parks in early July.

During Phase 2, the Task Force narrowed the scope of its work to an

assessment of mechanisms for facilitating:

1. a co-operative federal-provincial/territorial parks system;
2. a higher priority for NACS protection within Environment Canada - Parks;
3. a clearing house and funding source for innovative joint ventures in NACS protection and constituency building.

Concept papers were developed by Task Force members. A number of key concepts were presented for comment to the Federal Provincial Parks Conference in Charlottetown and a meeting of national conservation organizations in Toronto, as well as other individuals and agencies contacted during Phase 1. General support for these concepts was received, enabling the Task Force to proceed to draft final report stage.

During Phase 3 the Task Force refined and integrated its analysis and proposals into draft and final reports. A small number of external reviewers were asked to comment on pieces of the draft report.

PUBLIC CONSULTATION

Throughout its work the Task Force made a concerted effort to draw widely on the interest, concerns and expertise of major stakeholders in conservation from across Canada. This informal consultation proved invaluable and influential in shaping the final report and recommendations. Submissions were received from northern governments, native and other organizations. Advice was provided on questions posed by letter to conservation organizations and many

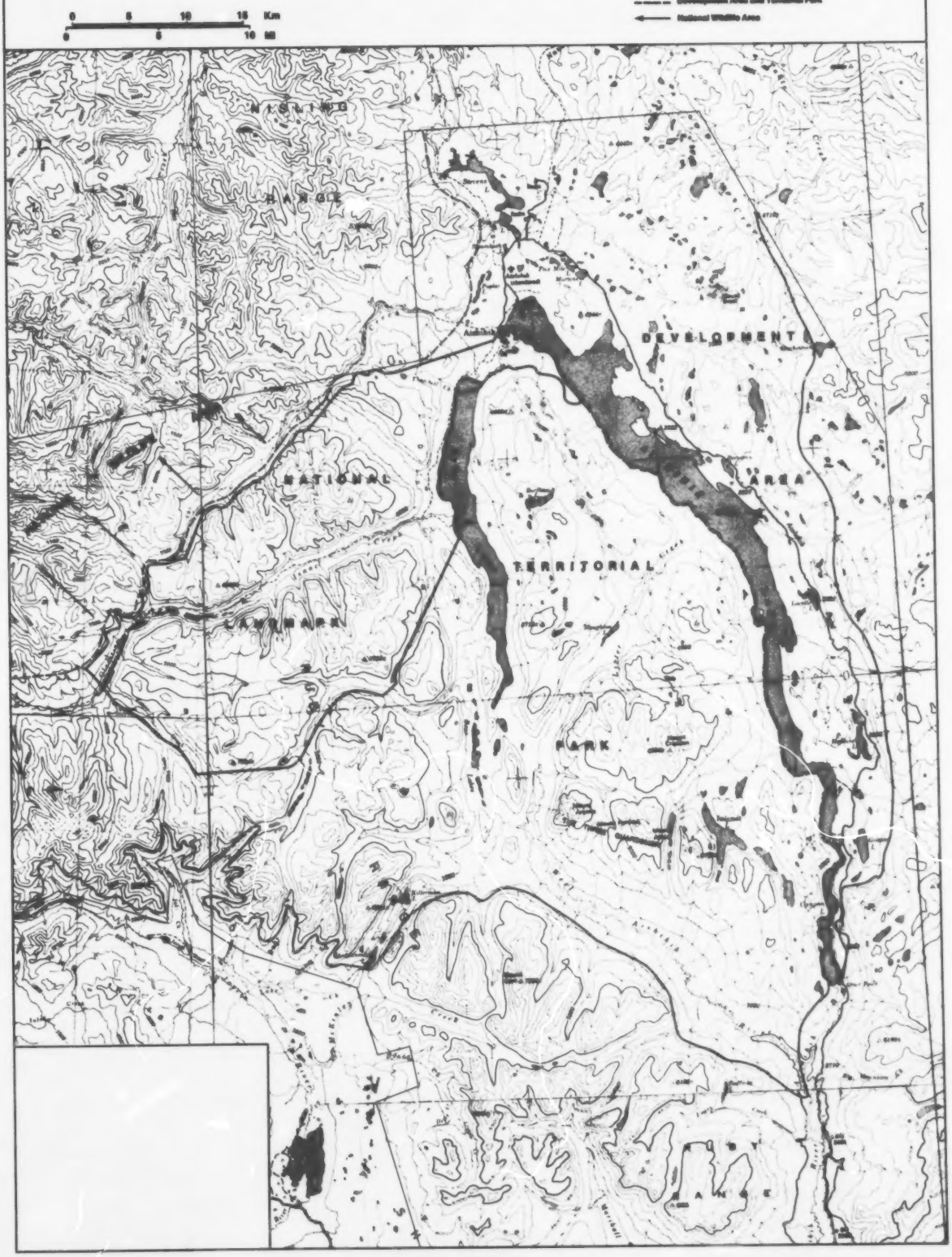
people concerned about parks. Industrial representatives were canvassed with a set of questions. Provincial and territorial parks directors were consulted at the Federal Provincial Parks Conference.

At the same time the Task Force makes no claim to speak on behalf of the public or the conservation community. While an effort was made to ensure some national media exposure of the creation of the Task Force, our limited resources and summer operating period precluded any formal program of broad public consultation. However, the National Parks Centennial caucuses and Banff Assembly provided a recent opportunity for extensive nation-wide consultation on parks issues. The Task Force saw little merit in covering the same ground, and the recommendations emerging from the Assembly were among the very first materials reviewed by Task Force members. We believe that the diversity of backgrounds represented within the Task Force provides for a balance of perspectives.

Appendix IV. Combined Jurisdictions in NACS Protection and Management

The accompanying map demonstrates proposed institutional jurisdictions for a NACS (Aishihik Lake, Yukon Territory), as a result of the application of reconnaisance-level analysis of abiotic, biotic and cultural/land use significance and constraints. When these attributes were matched to various institutional mandates, what emerged clearly was justification for a grouping of conservation mandates, not single-agency management. By means of a joint venture for such an area, under the umbrella of Canadian Heritage Lands, potential land use conflicts are reduced at the same time as key ecological features and processes are protected. The map is taken from Aishihik Lake Resource Survey, Institutional Aspects, by J. G. Nelson and J. B. Theberge, published by the University of Waterloo, 1986.

PROPOSED ESA BOUNDARIES AND INSTITUTIONAL JURISDICTIONS



Appendix V. Draft Guidelines for Canadian Heritage Lands

Standards Applied to Natural Areas of Canadian Significance

Canadian Heritage Lands are designated to cover a broad family of protected areas of the highest quality. To ensure that the quality of these areas is maintained for future generations, it is essential that they be managed with long term conservation as their primary objective.

To achieve this, protection and use standards are required for each type of area.

The Task Force proposes the following guidelines, from which more detailed standards for NACS should be developed.

For national or provincial parks, which protect Natural Areas of Canadian Significance, to be recognized as Canadian Heritage Lands, they must be relatively large areas where:

1. One or several ecosystems are not materially altered by human exploitation and occupation, where plant and animal species, geomorphological sites and habitats are of special scientific, educative and recreative interest or where a natural landscape of great beauty is represented.

2. The management authority of the jurisdiction has taken steps to prevent or eliminate, as soon as possible, exploitation or occupation in the whole area and to enforce effectively the respect of ecological, geomorphological or aesthetic features which have led to its establishment.

3. A management plan is established by means of at least regulation, to designate zones for:

   1- Special scientific purposes

   2- Wilderness (roadless)

   3- Natural environment

   4- Outdoor recreation

In zones 1 and 2, exploitation of natural resources should be prohibited. Exploitation is taken to include agricultural and pastoral activities, hunting, fishing, logging, mining, public works construction (transportation, communications, power, etc.) and residential, commercial or industrial occupation.

All four zones are not essential to each area, but all areas must incorporate a minimum of 16,200 ha in zones 1 and/or 2.

Criteria 1 and 2 must be met before an area can qualify for Canadian Heritage Lands designation, and must be maintained to continue the listing.

ENDNOTES

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4. Craddock, C., "Environment: The Public Wants Action," Political Alerts Report. Toronto: Public Affairs Management, Nesbitt Thomson Deacon, July 1986, p. 14.

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7. Data for this section is drawn from Parks Canada, Economic Assessment of the Parks Canada Program, 1984-85. Ottawa: Socio-Economic Division, December 1985, passim.

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9. Canadian Wildlife Service, The Importance of Wildlife to Canadians: Highlights of the 1981 National Survey. Ottawa: Minister of Supply and Services Canada, 1985, p. 21.

10. Office of the Auditor-General, Report of the Auditor-General of Canada to the House of Commons. Ottawa: Minister of Supply and Services Canada, 1983, p. 337.

Recommendations from the Canadian Assembly on National Parks and Protected Areas, September 1985, can be found in R.C. Scace and J.G. Nelson, eds., Heritage For Tomorrow. Ottawa: Minister of Supply and Services Canada, 1986.

PHOTO CREDITS

Cover: South Ogilvie Mountains, a Natural Area of Canadian Significance, Yukon Territory (John Theberge)

Page 1: Keele Peak, a Natural Area of Canadian Significance, Yukon Territory (John Theberge)

Page 9: South Moresby, a proposed National and Marine Park, British Columbia (John Carruthers)

Page 21: Bathurst Inlet, a proposed National Park, Northwest Territories (John Carruthers)

Page 61: North Baffin Island, a proposed National and Marine Park (Paul Smith)
Thick-billed murres, North Baffin Island (Paul Smith)